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ABSTRACT

Designed to encourage governments to promote the increased employment of professional women in public administration and management, this document provides facts and trends of employment, current policy initiatives, an analysis of barriers and successes, and a list of seminars and training sessions designed to improve opportunities for women to contribute to the development and well-being of their countries. Through a brief analysis of five countries (Uganda, Thailand, Brazil, Latin America, and the United States), the differential access of women to managerial and professional positions is documented. Advances made in the public employment of women are cited and activities designed to increase the participation of women in professional and managerial positions in public service are described. Charts are used to illustrate concepts given in the remaining text. In the first chart, "Causes and Remedies for Discrimination," four major problems--awareness/socialization, formal education, entry, and promotion--are juxtaposed with four major styles of remedies--laws, formal education, training, and networking and organizational strategies. The second chart emphasizes how values, attitudes, and behaviors can be changed through the application of the above remedies. Possible barriers and obstacles to women's advancement are categorized as external versus internal barriers. The document concludes with a list of suggested training modules. (LH)

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WOMEN IN PUBLIC ADMINISTRATION AND MANAGEMENT

Trends, Analysis and Training

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This report is designed to encourage governments to promote the increased employment of professional women in public administration and management. This research project provides facts and trends of employment, current policy initiatives, analysis of barriers and successes, as well as a modular training package to be used in a variety of circumstances.

It is recognized that women are generally absent from or underutilized in public sector jobs. Where women have ambition, they often lack education opportunities. Where they get the education, they often gain access to jobs less pretigious and less powerful than those of men. Where they enter public service professions, they are often blocked in promotions and upward mobility. Where women gain high positions, they are often neglected or discriminated against. As a major human resource (more than 50% of the population), women should be encouraged to participate fully in public sector employment.

The report presents employment trends, analyzes the causes of these trends, examines ameliorative policies, presents exemplary success stories, and recommends a set of seminars and training sessions designed to improve the opportunities for women to contribute to the development and well-being of their countries.

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This report begins with the assumption, based on personal experiences and previously published materials, that women are generally excluded from many managerial and professional jobs. In addition, women are often excluded from the most important institutions in a country. Reasons for this exclusion stem from institutional and personal discrimination, the socio-cultural norms of the society, and from the women's own expectations.

Through an analysis of several countries, the study documents the differential access of women to managerial and professional positions. The socio-cultural contexts and the degree of women's involvement, or lack thereof, in the economic, political and governmental institutions range from

encouragement to participate to mere permission to outright discouragement. Countries or even sub-national units may exhibit differing degrees of women's involvement in public service jobs. Likewise, each unit's extent of women's employment results from special conditions.

Worldwide women's participation in the labour force has increased by 10% (41.8 to 51.25%) from 1950 to 1975 and is expected to remain in the 50% range through the year 2000. This definition includes paid employment outside the home. Men, during the same time periods have an average participation rate of 95%. Latin America shows the lowest level of women's employment (18.75% to 28.65%) while the USSR shows the highest level (66.75% to 88%). All other regions vary between 40% and 62%.

The mere number of women engaged in gainful employment is not an adequate indicator of whether or not women have equal status and influence in a society. One must examine the salaries, responsibilities, and promotional opportunities of these women. In particular one must explore the extent to which women are in positions to set goals and policies in their local and national communities.

In the Report of the World Conference of the International Women's Year (Mexico City, 1975), Chapter II, paragraphs 62 and 63, it is stated that:

> ". . . Governments should establish goals, strategies and timetables for increasing within the decade 1975-1985 the number of women in . . . appointive public offices and public functions at all levels."
> "Specific efforts to achieve these objectives could include: . . .
> (b) The issuance of specific governmental instructions for achieving an equitable representation of women in public office, and the compilation of periodic reports on the number of women in the public service and levels of responsibilities in their areas of work.
> (c) The organization of studies to establish the level of economic, social and political competence of the female compared to the male population for recruitment, nomination and promotion.
> (d) The undertaking of specific activities for the recruitment, nomination and promotion of women, especially to fill important positions, until equitable representation of the sexes is achieved."

This report represents a partial fulfillment of these stated IWY goals. This report will cite advances made in the public employment of women and will describe specific activities designed to increase the participation of women in professional and managerial positions in public service.

Uganda's population of over 13 million people is almost equally divided between men and women, but professional and managerial positions are overwhelmingly held by men. Only in the past decade have women begun to enter the higher ranks in government service. This trend is likely to continue because of two factors: (1) more educated, trained and experienced women available for employment and promotion, and (2) a greater government commitment to the progress of women.

The current level of women's employment in the public service in Uganda is far from satisfactory, but it represents a dramatic increase that continues to gain momentum. For this reason, this report must examine not only the barriers, but also the opportunities for increased participation of women in the public service.

The major barriers to women's employment in managerial and professional positions in Uganda are (1) low expectations/ambitions of women, (2) limited access to education and training, and (3) negative attitudes of men. These conditions represent a combination of (1) traditional practices in which women were powerful economically but less influential politically and (2) the colonial influence which emphasized the education and employment of men rather than women (who were supposed to confine their activities to domestic and subsistence work.

Educational opportunities are related to, but more critical than, the attitudes of either men or women in general. Educational attainment is so highly respected in Uganda that the possession of knowledge and skills is a national resource not to be wasted by systematically underutilizing women graduates. Thus, once a woman has a university education, she is expected to join the workforce and to participate in the development of the country. In a recent study of approximately 1000 school girls, all stated that they expected and wanted to work for a salary in the modern sector.

The question of the extent of differential treatment on the job is important. The author believes that in most ministries, a woman trainee will get nearly the same opportunities in similar positions. What may differ is that women may be posted to less remote, more secure locations. Also because women may marry men already employed in some ministry, married women are often employed at headquarters where their husbands already have or can get jobs. The disadvantage is that a person can seldom move up in a ministry without field experience, which should be as varied and as difficult as possible in order to maximize chances of promotion.

On the job, women report that they are often excluded from men's informal gatherings, whether in the local bar or in a home. Traditionally men and women socialize separately, and it is therefore awkward for a woman to be seen visiting with men in a tavern, however much they are discussing ministry or district issues. Although some women are breaking this social barrier, many stay at home either because of custom or because of pressing domestic duties. Although Ugandan women generally have extended families within which to share domestic duties they are responsible for seeing that all duties are performed adequately. This dual role is very taxing.

Several Ugandan women indicated that a serious barrier to advancement is within women themselves. That is, although men's attitudes and institutional conservatism seem to be major stumbling blocs, these difficulties are surmountable when (1) women have the ambition, (2) women get the necessary skills, and (3) women work together and with sympathetic male managers. While qualified women do not automatically get the top jobs, they are more likely to be promoted if they express ambition, seek difficult assignments and speak out on issues. For the women from sub-cultures within Uganda which encourage women to appear superficially passive, it is difficult to take assertive steps to announce one's ambitions and to prepare

oneself for promotion. In order to promote more risk taking among its women officials, government leaders in Uganda are encouraging informal peer counselling and moral support among women. Networks of university classmates keep in contact with each other to discuss how to handle work situations and promotional opportunities.

The advancement of women is a very important policy issue in Thailand. Since the reign of King Chula Longkom (1868-1910), attention has been given to women's education at all levels, including Teacher Training and Higher Education. A separate section of the Thai development plan is devoted to women. (Iraq, Malaysia, Papau New Guinea, Sierra Leone and Swaziland also have such provisions.) Individual women are able to make considerable personal progress in Thai government. For example, one women, who currently serves as Assistant Minister of Education, graduated with a nursing degree, earned a Ph.D. from the University of North Carolina in the United States, and served as a Lecturer at Mahidol University and as Assistant Dean of Social Sciences before her successful election to the House of Representatives. In an interview (Siam-Rat Weekly Magazine, Vol. 25, No. 50, June 10, 1979), she stated that she is interested in Labour Law because most women in Thailand do not receive salaries similar to men in comparable positions. She also mentioned the need for women to have equal access to training programs, as well as the creation of career training for women. While Thailand has a very great number of women employed in the civil service, there are substantial cultural, rather than academic, barriers to Thai women's equitable participation in the highest levels of the civil service.

Unlike Thailand, Brazil has relatively few women in the formal labour force. Overall the labour force mix changed from 79% male and 21% female in 1973 to 76% male and 24% female in 1976.* Although the proportion of women is increasing, it is still very small in absolute terms. On the other hand, employment in public administration (losely defined) included 35% of the male workers and 36% of the female workers in 1973, compared to more recent figures of 49% of the male workers and 59% of the female workers. In addition to noticing that the public sector is growing relative to the private sector, we must note that nearly 60% of all women have public administration jobs. Many of these public sector women are in clerical or entry level jobs.

Brazilian women have considerable access to education, but discrimination persists in the job market and the workplace.* Through socio-cultural conditioning, women lean toward certain academic options traditionally considered "feminine". In addition, where women occupy the same position as men, the women generally have lower salaries.

Although female participation in the Latin American labour force is tending toward growth due to economic development (educational opportunities and increased number of jobs in the public sector), these new employment possibilities open up for largely middle class women in administrative jobs. Important factors include ethno-cultural, racial, age, marital, education, and income. Legislation to promote female employment has been introduced in Latin American legislatures, especially where there are female legislators. In addition, current activities involve developing infrastructure to assist

women with family responsibilities and to provide women with counselling, contacts and moral support.

Although these, and many other, women have established successful careers that have led them to prominent positions in the American government, women find and generate these opportunities in numbers far fewer than men of equal educational and experiential background. One must look to these successful women as role models in developing strategies for advancement. One must also look to the worst possible cases in which barriers impede women's progress. It is through the examination of these barriers (in the above section) that we discover how truly unusual and fortunate are the women who attain top positions. Those who earn top positions have extensive education, opportunities to gain a variety of administrative experiences, and contacts through family, school and friends which facilitate the realization of career goals.

In order to design remedies for the biases in the career opportunity structure, one must not only (1) aid in the solving of specific types of problems or the removal of specific obstacles, but also (2) understand the psychosocial and economic causes of discrimination. For this reason, modules in the training package address the need for not only specific policies but also general attitudinal change.

Because work is designated as sexually appropriate in a variety of ways in a variety of cultures, we must assess the barriers in a particular location and choose appropriate methods to pursue elimination of the barriers. In the chart, Causes of Discrimination, the five major problems (1) awareness/socialization, (2) formal education, (3) entry, and (4) promotion are juxtaposed with four major styles of remedies (1) laws, (2) formal education, (3) training, (4) networking and organizational strategies. The training package to follow concentrates on the training and networking methods, with some mention of formal education as a method of changing the opportunity structure for women. The second chart, Change, emphasizes how values, attitudes and behavior can be changed through the application of methods of bringing about a more beneficial opportunity structure for women.

These training modules or options are designed to be used separately or in any combination. These options can be (1) used singly, (2) used together in a sequence for a day, weekend or week-long seminar, and/or (3) used as part of completely separate on-going training programs. The first module aids in identifying the conditions of women employed in public sector professional and managerial jobs. Through this first module, one should be able (1) to decide whether there are any problems confronting or constraining managerial women and if so (2) to identify the causes of these problems. The second module applies Performance Improvement Programming (PIP) techniques to the barriers/obstacles identified in the first module (for a given organization or set of organizations). The final step is to choose from among the remaining training modules those which may be able to alleviate the perceived problems.

Options differ in terms of (1) intended audience, (2) purpose, (3) types of relevant jobs, (4) sector of employment, (5) location (local or

headquarters), (6) size of participant group, (7) integration with on-going programs, and (8) expected impact.

These training options are designed to modify attitudes, behavior and policy. The modules will be taken seriously by participants only if the government involved demonstrates its commitment to the process and the results.

Changes in behavior result from an understanding of the consequences of behavior and from wide experience with a variety of people. Training is one method of simulating and discussing experience and consequences. Through training programs, people become more aware of patterns of behavior. Organization structure influences organization behavior. Specialists in organization design manipulate structures in order to maximize specific behavior patterns. Behavior in organizations is divided into two categories: (1) formal behavior that is officially prescribed in the rules and job descriptions, and (2) informal behavior that emerges out of peoples' needs, tasks and more casual interactions. Both formal and informal aspects of organizations determine organization performance.

Of the various aspects of organizational behavior, their applicability depends upon size of country, size of civil service and size of ministry/agency. In addition most of the observations and suggestions apply equally to men as well as to women. The aim is to encourage government bureaucracy to be a more supportive and encouraging environment in order that everyone can contribute to their fullest extent and to fulfill their highest aspirations.

Research shows that although women and men have essentially the same potential for managerial performance, women at early stages in their careers or in very high positions may need the feminine connections, support, knowledge and skills available only from sex-segregated training programs. At the same time, they may be pursuing sex-integrated programs as well as participating in a sex-integrated workplace. Thus, some training modules are sex-segregated (male or female) and some are sex-integrated.

Although most of the training modules are set in the public service context, they can be easily extended to quasi-governmental, parastatal or public corporative organizations. Probably some of the modules less dependent upon civil service rules would also be applicable in the private sector. In Third World countries, the largest employer is often the government and its corporations. Thus, these modules are designed to apply to a majority of managerial situations.

Ideally these training modules should fit into any on-going training program or project. Where a project seems to be in trouble because, for instance, the female officials or female participants either are insufficiently confident or are being ignored by the male officials or participants, one or two modules could be added to the officials' schedule or to the participants' program. On the other hand, some training programs, including certificate, diploma or even degree programs could be greatly enhanced by the addition of a carefully selected, relevant module or two. This tactic would be a subtle but effective method of, for instance, improving the relationship between female and male extension workers. This

tactic represents a low-cost option because the modules can be tried out any time and few additional organizational resources are needed.

On the other hand, if the overall condition of female civil servants or women's issues warrants more serious efforts and if these conditions are viewed seriously by those who allocate resources among competing proposals, then a full-scale program concerned with the advancements of women can be amalgamated from among the available modules. The choice of modules depends upon the country characteristics, the proposed audience, and the resources available (trainers, transport, accommodations, facilities, leaves of absence, attitudes of participants, including willingness and previous sophistication concerning the topics). The training sessions could last from a half-day to a month or more depending upon the number of modules included and the depth of coverage of each module. The package is sufficiently flexible that it could be used, in part, by any country, or any ministry. Presumably unions, parastatals, and voluntary associations could also use the modules. The modules could be administered through an Institute for Public Administration, a Management Center, a University, a Ministry, or virtually any organization.

One set of modules is designed to increase the capacity of potential trainers in each of several ways: (1) understanding of the issues, (2) survey of attitudes, (3) facilitative techniques, (4) small group behavior, (5) outreach and coordination, and (6) the exact methods to implement the modules, as well as practice in adapting the modules to local conditions. These module to train the trainers is essential since the impact of the whole program is influenced by the extent to which the trainers are knowledgeable, committed and excited about their training process. The greater the trainer input into the module modification, the greater should be their commitment to communicating its intent.

One training issue involves whether or not female trainers are necessary. The author believes that under all circumstances, some if not all trainers should be women. Only when the session is sex-integrated and/or there are no women who can perform the training should men take on the trainer role. Female trainers have the following advantages: they serve as role models; they presumably understand the strengths, fears and aspirations of their fellow women; their presence as trainers counters whatever male models or patriarchal values pervade the society; their assertive leadership in the session(s) will inspire confidence while their facilitative style will affirm female socialization.

Each module attempts to indicate (as clearly as possible, given that the modules may be implemented in a variety of situations) what structural, attitudinal or behavioral modifications should be expected as a result of the use of the module. Without some idea of the expected impact, it would be difficult to measure the success of the modules. The task of setting exact, expected levels of success (perhaps optimal, acceptable and unacceptable; with specifics attached to each level) should remain with the trainers/implementers/planners in each country. But it should be clear that module implementation should not begin without careful thought to expected or acceptable levels of impact. For example, media module might expect evidence of reaching 10% of the population; a counselling module might expect a 10% shift from arts to sciences among female students; or a

networking module that leads to x number of new women's associations or y number of post-session contacts. Evaluation through specific measurement is the only way to hold the module and the trainers accountable for their outcome, and coincidentally the only way to assess the usefulness of the modules under particular conditions.

TABLE XIV

CAUSES OF AND REMEDIES FOR DISCRIMINATION

REMEDIES FOR DISCRIMINATION	Awareness Socialization Men & Women	Formal Education of Women	Entry of Women	Promotion of Women
Laws	Change through experiences with laws	Open schools to women Open fields to women	Relationship to pool Civil Service rules (changes) Job classification & specifications	Civil Service rules (changes) Job Classification and specifications
Formal Education	Role of work/ Role of family Value performance -not gender characteristics	Early training Non-sexist materials Role models Counselling	Career counseling	Advanced degrees paid for and encouraged by employer
Training	Career Advancement Decisions Assertiveness training Non-verbal communication Power	Associations of women in particular fields, both students and trainers Self-Analysis	Interviewing Supervising Tokenism	Performance evaluation MBO Visibility Time management
Networking	Consciousness-raising Mutual support Media	Share skills	Job and location information Directory of Women	Job performance & location information Career-related activities Role Models
Organizational Strategies	Management Climate Assessment Centers Rotations Women's Advisors PIP Team-Building	Leave of Absence Educational Grants On-site programs Management colloquia	Flexitime Internships Assessments Job Analysis	Advisory/Monitoring Commission Development Programs Task Forces Women's Advisors Mentoring/coaching Ladders/Bridges Evolving Jobs

TABLE XV

CHANGE: METHODS AND POSSIBILITIES

METHOD	VALUES	ATTITUDES	BEHAVIOR
Laws	Change through experience with laws	Change through experience with laws	Hiring Retention Promotion Distribution of Positions
Formal Education	Personal Worth Tolerance Flexibility Success	Discipline Logic/Problem Solving Analytical Tools Diversity/Depth	Goal-directed Aspirations and plans
Training	Instrumental Worth	Trust Savvy	Coalitions Negotiations Visibility Contacts
Networking	View others as potential allies Self-esteem	Trust/Support Consciousness-raising	Contacts Cooperation Skills
Organizational	Tolerance Understanding	Full Utilization of all employees Professional and Personal Development	Women's Advisors Career Planning Monitoring Promotions Assessments

POSSIBLE BARRIERS/OBSTACLES TO WOMEN'S ADVANCEMENT

INTERNAL TO WOMEN	EXTERNAL TO WOMEN
1. Limited aspirations	1. parental and teachers' biases
2. Limited formal education	2. Employer/colleague biases
3. Limited training in non-traditional areas	3. Curriculum biases
4. Lower risk-taking inclinations	4. Organization structure
5. Strain of being pioneer	5. Organization behavior
6. Dual responsibilities (home and outside work)	6. Few role models and/or mentors
7. Role adaptation	7. Outright discrimination
8. Personality	8. Stereotypical attitudes
9. Lack of solidarity among women	9. Exclusion from male networks (especially school ties)
10. Fear/Success/Failure	10. Spouses' biases
11. Fear power	11. Counselling
	12. Religious tenets
	13. Misinterpret social/professional cues
	14. Poor, non-objection performance evaluation

PROGRAM OPTIONS IN MODULAR FORMAT

Problem: Needs Assessment

1. Seminar on Needs Assessment Among Women Administrators
2. Performance Improvement Programming for Identification and Elimination of Obstcles to Women's Advancement in an Organization

Problem: Socialization and Expectations

3. Workshop on Career Counselling in Schools and Universities
4. Seminar on the Role of the Media in Increasing Favorable Attitudes Toward the Advancement of Women

Problem: Leadership

5. Workshop to Plan for Role Models and Modeling
6. Workshop on Coaching and Mentoring
7. Program Development for Women's Advisors

Problem: Linkage

8. Workshop on Networking Among Managerial/Professional Women
9. Developing Women's Organizations for Managerial/Professional Women

Problem: Personal Assessment

10. Career Advancement Decisions
11. Workshop on Self-Analysis
12. Workshop on Career-Related Activities
13. Seminar on Assessment Centers
14. Workshop on Interviewing
15. Workshop on Supervisory Training
16. Seminar on Attitudes Toward Power

Problem: Performance Evaluation

17. Seminar on Objective Evaluation
18. Workshop on Using "Management by Objectives to Advance Women
19. Workshop on Promotional Opportunities

Problem: Structural Options

20. Workshop on Career Ladders and Bridges
21. Workshop on Job Analysis
22. Seminar on Flexitime Arrangements
23. Seminar on Internships
24. Seminar on Individual Development Plans
25. Seminar on High Potential Assessments
26. Workshop on Projects and Task Forces to Advance Women's Careers
27. Workshop on "Evolving Jobs"

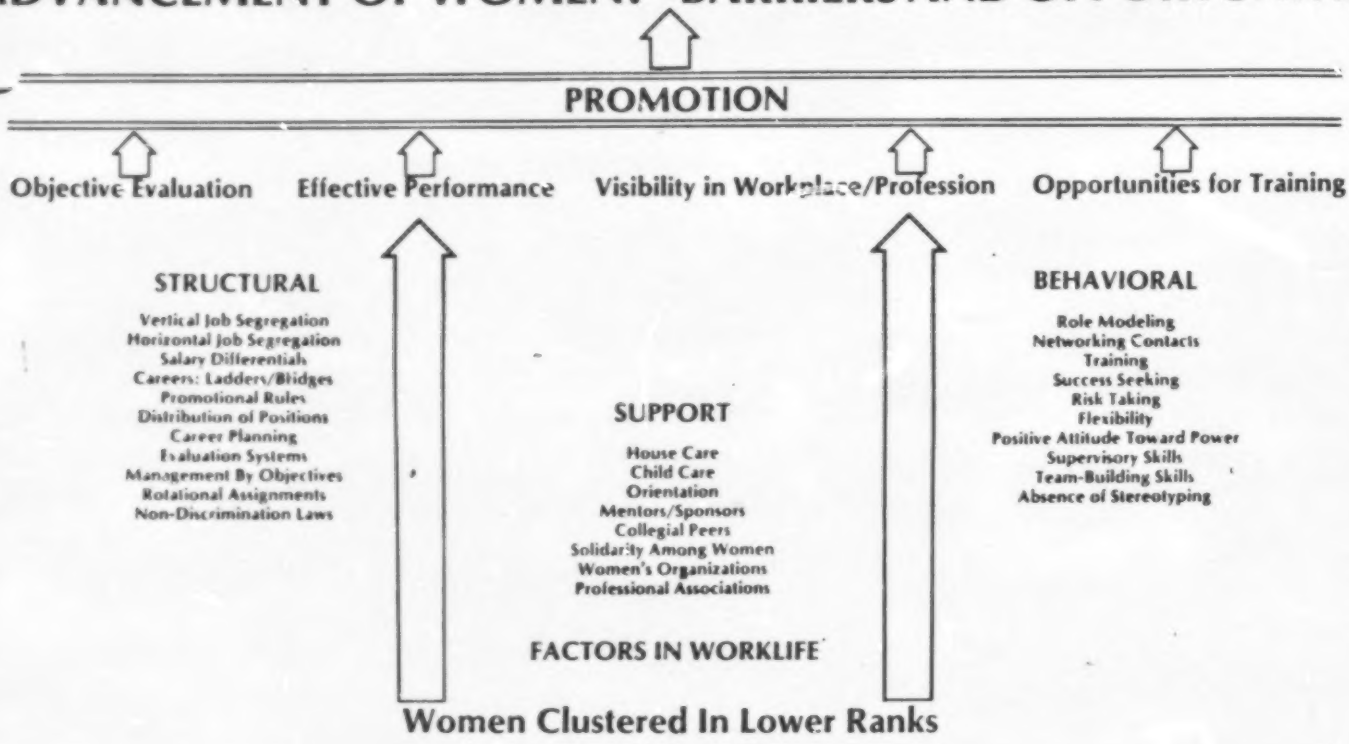
Problem: Building Productive Organizational Relationships

28. Team-Building in the Neterogeneous Workplace
29. Workshop on Management Colloquia (Model)
30. Seminar on Management Climate

Problem: Training the Trainers

31. Introduction: Impact on Women
31. Organizational Behavior
32. Organizational History
33. Organizational Processes
34. Inter-Organizational Processes
35. Career Patterns and Counselling
36. Analysis of Career Advancement of Women
37. Participatory Training Techniques
38. Directory of Women in Public Administration and Management
39. Creation of a Central Monitoring and Advisory Commission

ADVANCEMENT OF WOMEN: BARRIERS AND OPPORTUNITIES



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